

## From IEMA Director James K. Joseph

FEMA V Regional Administrator Andrew Velasquez III submitted his resignation to DHS and FEMA management this week. As Andrew begins the next chapter in his life, I want to share my thoughts about the impacts he has had both on me and the emergency management profession.

I met Andrew in 2010 at the IEMA conference when I was an emergency management coordinator for DuPage County. It was a brief conversation but I remember it vividly, because who forgets meeting a man with such hair – especially when you're like me and have so little! Fast-forward five years to early 2015, when Andrew called to congratulate me on my appointment as IEMA director.

Andrew has been a source of knowledge, history and guidance for me and our relationship has grown stronger, both professionally and personally. He and his team at FEMA V have supported our needs in times of crisis and steady state. I've witnessed many times his unwavering passion for the profession and the impact he has had on homeland security, emergency management and public safety.

Many of the programs he implemented at FEMA V have become national models, including his leadership on the first national Improvised Nuclear Device planning and exercise, the use of technology, and the path to recovery in the absence of a major disaster declaration.

But perhaps more importantly, was Andrew's ability to single handedly keep the Aqua Net hairspray line alive (sorry – I had to get one more in there!).

Above all, Andrew has been someone I am honored and privileged to call my friend. While we didn't always agree on everything when it came to the profession, we have many of the same personal values that bonded us quickly. His loyalty to friends, family and his faith make him a good man, in addition to his amazing sense of humor. He was always willing to teach me a thing or two, and I still plan on calling him to learn, but also to laugh. So this isn't good-bye to a man whose career has spanned from director at Chicago Police, to executive director of OEMC, to IEMA director, to Regional Administrator at FEMA – this is 'talk to you soon my good friend, talk to you soon.'



**FEMA V Regional Administrator Andrew Velasquez and Director James K. Joseph enjoy a moment at the recent IEMA Training Summit.**

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# Illinois Residents Join Millions in Great ShakeOut Drill

Governor Bruce Rauner declared Oct. 20 Great ShakeOut Day in Illinois to encourage people to participate in the international earthquake drill. Nearly 500,000 people in Illinois registered for the event, including approximately 400,000 school children from across the state.

Director James Joseph and IEMA staff joined fourth grade students at Jefferson Elementary School in Marion for the ShakeOut. Director Joseph led a lively discussion about the risk of earthquakes in Illinois and the importance of being prepared with the students, who had been studying earthquakes in their class.

At 10:20 a.m., as an announcement that the ShakeOut was beginning was broadcast into each classroom, students practiced the 'Drop, Cover and Hold On' actions that should be taken when the earth starts to shake.

In addition to preparing Illinois residents for a potential earthquake along the New Madrid and Wabash Valley seismic zones, the ShakeOut drill teaches people how to stay safe if they ever experience an earthquake anywhere in the world.



Even Director Joseph practiced his "Drop, Cover and Hold On."



Director Joseph led a lively discussion with the students before the drill began.



Students took refuge under their desks during the drill.



At the invitation of Effingham County Emergency Management Agency Director Pam Jacobs, Director Joseph and several IEMA staff members met with more than 30 officials from Effingham County and the city of Effingham on Oct. 19. The meeting gave IEMA staff the opportunity to interact with local officials and discuss ways the agency can continue to assist them with emergency preparedness and response issues.



# Rend Lake Hazard Mitigation Project Complete

The water supply for nearly 40,000 people in Jefferson County is more secure now thanks to a Hazard Mitigation Grant Program (HMGP) grant awarded by IEMA in 2013. The project involved relocation of more than 29,000 feet of a water main that previously was underneath Rend Lake north of Whittington.

The lake is in southern Illinois, which has an elevated risk for earthquakes due to the New Madrid and Wabash Valley seismic zones. In the event of a major earthquake in the area, the original water main was expected to break in locations underneath the lake. Repairs would have been extremely difficult, taking several weeks and leaving residents of Mt. Vernon and several other area communities without drinking water for extended periods.

The project involved construction of a bypass around the lake that provides easy access to the water main for future repairs.

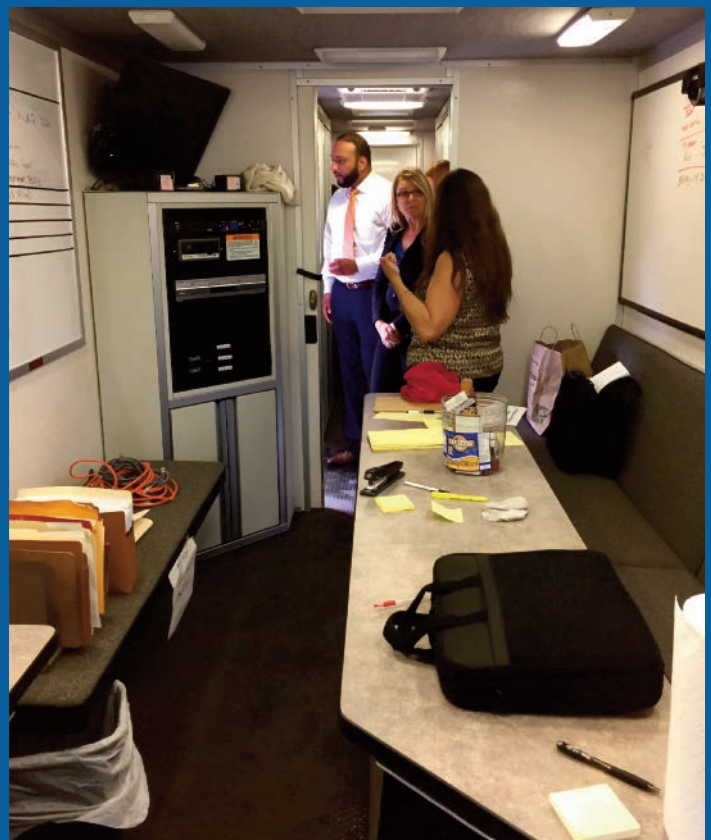
IEMA originally awarded \$1.8 million for the project, which was 75 percent of the expected \$2.3 million



**Director Joseph joined Rend Lake Conservancy District General Manager Keith Thomason and community leaders at an event Oct. 18 commemorating completion of the water main relocation project.**

project cost. The Rend Lake Conservancy District paid the required 25 percent local share. However, the project came in under budget, so the final federal share was \$1.3 million.

**After a fire damaged offices at the Illinois Department of Human Services (IDHS) in Murphysboro, IEMA coordinated the deployment of a mobile command unit from the Mt. Vernon Emergency Management Agency (EMA) to provide temporary workspace for IDHS workers. The vehicle allowed the agency to continue providing services to clients in Jackson County until alternative facilities were established. Operations of the mobile command unit were supported by Mt. Vernon and DuQuoin EMAs.**



# Godfrey Attains Ready to Respond Community Designation

The village of Godfrey recently became the second municipality in Illinois to achieve the Ready to Respond Community designation. The program recognizes communities that attain an enhanced level of preparedness through successful completion of rigorous criteria.

The Ready to Respond Community initiative emphasizes a “whole community” approach to preparedness that involves elected officials, government entities, volunteers and not-for-profit organizations, private industry and residents. The program is voluntary and open to all communities in the state.

Communities seeking Ready to Respond Community status must meet all 11 program criteria, such as a county-approved Emergency Operations Plan (EOP), completion of National Incident Management System courses by community leadership, public outreach campaign for community and individual preparedness, participation in the county hazard mitigation planning process and more.

Godfrey Public Safety Administrator Christopher Sichra credits the detailed EOP required for Ready to Respond Community accreditation with enhancing the village's response and recovery operations during historic flooding in December 2015.

“The process also was a tremendous asset during our local preparations to handle the logistics of a nearly 1,000-vehicle funeral procession for St. Louis County Officer Blake Snyder, who was laid to rest in Godfrey earlier this month,” said Sichra, who also serves as deputy director for the village's Emergency Services and Disaster Agency.

The Ready to Respond Community designation is valid for three years, at which time Godfrey officials can submit updated documentation in order to renew its status. Charleston was recognized for achieving the Ready to Respond Community designation in January.

The Ready to Respond Community program is part of Illinois' Ready to Respond initiative. To date, five colleges and universities have received the Ready to Respond Campus designation after meeting that program's requirements.

Communities interested in pursuing the Ready to Respond designation may contact Abby Damm at 217-558-4779.



**Director Joseph (center) presented the Ready to Respond Community certificate to Godfrey Mayor Michael McCormick during a village board meeting. Also pictured are Godfrey Public Safety Administrator Christopher Sichra (left), Godfrey Fire Chief Erik Kambarian (2nd from right), and Abby Damm, coordinator for the Ready to Respond program.**



**During a grand reopening event on Nov. 7 for Grubsteakers restaurant near Rochelle, Director Joseph recognized owner Ava Mirtoska for her quick actions that saved several lives on April 9, 2015, when the building was hit by an EF-4 tornado. Mirtoska ensured employees and customers got into the storm cellar just moments before the monster storm destroyed the restaurant.**



# Counties Prepare for ‘Bad Day in Region 7’

Nearly three years of planning, including tabletop and functional exercises, went into two full-scale exercises held in early October in IEMA Region 7. The “Bad Day in Region 7” exercises centered around a scenario in which a tornado outbreak in central Illinois impacted 10 counties, with Logan and Woodford counties bearing the brunt of the storm.

The first full-scale exercise took place on Oct. 5, with Champaign, Douglas, Livingston, Logan, Macon, Piatt, Tazewell and Vermilion counties participating. Logan County Emergency Management Agency (EMA) Coordinator Dan Fulscher said coordination among the counties throughout the planning process was one of the biggest benefits of the exercise because the emergency managers got to know each other better, which, in turn, enhanced their understanding of response capabilities in neighboring counties.

In the Logan County scenario, Fulscher’s home was destroyed by the tornado. If this happened in real-life, his involvement in the response would be severely limited. To reflect that reality, EMA coordinators from neighboring counties served as emergency operations center (EOC) manager periodically during the exercise.

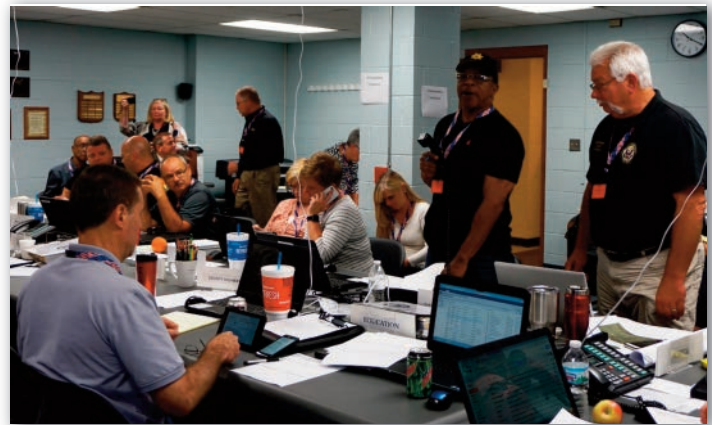
Another highlight of the Logan County exercise was implementation of the Joint Reception, Staging, Onward Movement and Integration (JRSOI), which was a first for the county. Logan County EMA provided position-specific training to 64 people who manned the JRSOI during the exercise. Fulscher said this experience will be valuable during incidents when regional deployments of personnel and resources occur.

Fulscher said he believes local EMAs should participate in or observe EOC operations during exercises in other counties. He said he received great feedback from local coordinators who took part in the exercise, as well as from two new county coordinators who observed.

A devastating tornado was also the scenario for a full-scale exercise in Woodford County on Oct. 8. More than 150 participants representing emergency management, law enforcement, fire services, public health, hospitals, search and rescue, emergency medical technicians, ham radio operators, the county coroner, Eureka College, the American Red Cross and



**Mock victims were transported to the hospital as part of the Woodford County exercise.**



**Exercise participants in the Logan County EOC.**

(Photos by T.A. Bergin, courtesy of the New Herald News)

Salvation Army took part in the exercise.

Local officials play an important role in real-life emergencies but getting them to participate in exercises can be difficult. McCanless said he was pleased eight officials representing state, county and local government took part in this exercise.

The exercise played out like a real event, beginning with call-outs activated by the tornado watch and warning, to full activation of the county’s emergency operations center and response efforts.

An exercise of this magnitude takes a lot of work, but McCanless said the experience of everyone working together has enhanced the county’s ability to respond and recover if a large-scale event occurs in Woodford County.

IEMA’s Region 7 staff coordinated planning for the two exercises and other IEMA personnel served as evaluators.

## Meet IEMA's Senior Staff: Kay Foster

When she first started with the state of Illinois in 1986, Kay Foster thought she'd stay for a few years to obtain good work experience and then move on, hopefully back to her sunny home state of Florida. Thirty years later, Foster, who serves as chief of IEMA's Bureau of Nuclear Facility Safety, admits it would have been difficult to find another job that offered the experience and challenges she found here.

Foster joined the Illinois Department of Nuclear Safety in 1986 after graduating from the University of Florida's College of Nuclear Engineering with a bachelor's in health physics. While she has held several positions throughout her three decade-long career with the state of Illinois, she has always been involved with the Bureau of Nuclear Facility Safety and as a health physicist in the agency's Radiological Emergency Assessment Center. Foster estimates she's been involved in well over 100 exercises related to the Illinois Plan for Radiological Accidents during her tenure in state government.

Her first position got her involved in the early stages of the agency's development of the Remote Monitoring System (RMS), which monitors and sends critical information about conditions in and around commercial nuclear power reactors in the state. Foster's computer programming skills enabled data from the Gaseous Effluent Monitoring System component of the RMS to be displayed on more user-friendly screens.

Over the years, Foster moved throughout the bureau



**Bureau of Nuclear Facility Safety  
Chief Kay Foster**

to work on various programs and projects in engineering, computer programming and emergency planning, all of which were aimed at enhancing the agency's ability to protect people from radiation that could be released during an accident at any of the nuclear power plants in the state.

In October 2010, Foster was named chief of the Bureau of Nuclear Facility Safety, just months before the Fukushima nuclear accident. That incident led to legislative approval of temporary fees on

nuclear power reactors, enabling the agency to undertake a major update of the RMS, which is nearing completion.

Foster says she would find it challenging to work in another state that doesn't have access to the wealth of information provided by Illinois' unique system for gathering data from inside the reactors and in the environment surrounding each plant. Foster has been involved in developing and updating that system throughout her career.

Foster received her Health Physics certification in 1999 and her master's in health physics from Georgia Tech's College of Mechanical Engineering in 2002.

She lives in Rochester with her husband and two college-age daughters. In her spare time, Foster uses sewing and quilting skills learned from her grandmother to benefit local charities, her church and other local organizations.



**Assistant Director Joe Klinger recently gave a presentation on radioactive materials safety and security to the Chicago Chapter of the Association of Threat Assessment Professionals. Klinger's presentation included basic health physics, a discussion of the safe use of nuclear and radiological materials in Illinois, U.S. and internationally, global events and efforts to enhance security of these materials throughout the world.**



# Staff Participate in Radiological Response Training

Several staff members from the bureaus of Radiation Safety and Nuclear Facility Safety recently participated in an intensive week-long Advanced Radiological Incident Operations (ARIO) course at Fort McClellan in Anniston, Alabama. The course, sponsored by the U.S. Department of Homeland Security, focused on emergency operations center responsibilities during multiple radiological events.

The course included a review on radiation physics, radiological concepts, instrumentation, transportation, plume modeling software and incident planning. Participants also coordinated with students from the Radiological Emergency Response Operations (RERO) course during two interactive exercise scenarios, one involving a nefarious actor's acquisition

of radioactive material and the other involving a simulated release of a radioactive plume from a fictitious nuclear power station.

During these exercises, participants in the ARIO class coordinated data collection, developed protective actions, provided recommendations and exercise instruction to the RERO students, who were acting as field monitoring teams and first responders.

IEMA's participants in the course are involved in the agency's preparedness and response efforts for incidents involving the six nuclear power reactors in the state, as well as radiological incidents that could occur anywhere in Illinois.



**The ARIO course included classroom work and two interactive exercises.** (CDP courtesy photo)

## RadResponder Training

Two staff members from the Bureau of Nuclear Facility Safety recently had the opportunity to attend training on RadResponder, the national standard for management of radiological data, as well as observe the state of Iowa's annual nuclear power plant training.

The training focused on the latest updates to RadResponder, including recently added functionality that could be used for coordinating sampling and laboratory use and lessons learned about effective use of RadResponder from the state of Iowa's mini drill.

# New Federal Rules for Health Care Preparedness Finalized

In September, the Centers for Medicare and Medicaid Services (CMS) finalized rules to establish consistent emergency preparedness requirements for health care providers participating in Medicare and Medicaid, increase patient safety during emergencies and establish a more coordinated response to natural and man-made disasters.

These new rules will require certain participating providers and suppliers to plan for disasters and coordinate with federal, state, tribal, regional and local emergency preparedness systems to ensure facilities are adequately prepared to meet the needs of their patients during disasters and emergency situations.

The effective date will be Nov. 16, 2016, and the implementation date will be Nov. 16, 2017.

The U.S. Department of Health and Human Services anticipates health care entities that have not previously engaged in community preparedness will seek to do so through participation in healthcare coalitions (HCC). The CMS rules offer HCCs an opportunity to achieve greater organizational and community effectiveness and financial sustainability through a more inclusive preparedness community.

The finalized CMS rules can be accessed here: <https://www.federalregister.gov/public-inspection>.

# IEMA Submits Comments on Proposed IA Declaration Factors

*Editors note: the following comments were submitted to the Federal Emergency Management Agency (FEMA) by IEMA Chief Legal Counsel Jenifer Johnson.*

October 24, 2016

Re: Docket ID FEMA-2014-0005

The Illinois Emergency Management Agency (IEMA) submits these comments to the Federal Emergency Management Agency's (FEMA) proposed Individual Assistance Declarations Factors Guidance. This draft guidance is based on the proposed rulemaking to 44 CFR 206.48(b), in which FEMA is proposing to change the evaluation factors for a request for a major disaster declaration authorizing Individual Assistance (IA). Those new proposed factors are as follows:

1. State Fiscal Capacity and Resource Availability
2. Uninsured Home and Personal Property Losses
3. Disaster Impacted Population Profile
4. Impact to Community Infrastructure
5. Casualties
6. Disaster Related Unemployment

The self-stated purpose of the draft guidance is "to provide additional clarity regarding the circumstances, in particular the severity and magnitude relative to state capacity, under which FEMA is likely to recommend (or not recommend) a declaration authorizing IA." Thus, although all six factors are purportedly evaluated by FEMA in considering a State's declaration request seeking IA, the guidance places considerable emphasis as a threshold matter on the State's fiscal capacity and resource availability.

Under the proposed guidance, the tool by which FEMA will determine a State's fiscal capacity is the Total Taxable Resources (TTR) of the State calculated by the U.S. Treasury. According to the Treasury Department, TTR is a comprehensive measure of all the income flows a State can potentially tax. While TTR may be an appropriate tool to analyze fiscal relations between the Federal, State, and local governments in some instances, it is an inadequate gauge of a State's ability to provide immediate assistance to victims of disasters.

First, because TTR is a measure of income flow, high population states like Illinois have a high TTR. According to the draft guidance, FEMA assumes a State with a higher TTR has a higher threshold for requiring supplemental Federal assistance because its economy is more resilient

against the increased financial burdens that are attributed to a large disaster. Although a higher-population State has more income flow due to a larger tax base, TTR by definition ignores a State's corresponding operational expenses, which are likely also higher than a State with a lower TTR. It is inherently flawed to consider ability to pay based on potential revenues alone without considering companion expenses.

Moreover, a State's potential ability to impose a new tax over a larger base does nothing to provide immediate cash programs to facilitate recovery for disaster victims if the tax is not currently in effect. When disaster strikes, survivors deserve an expedited recovery process by which they can begin to rebuild their lives. They need immediate assistance, regardless of the population of the State in which they reside. Protracted but legally required legislative activity to impose new revenues would be counterproductive to this goal.

Not only is TTR a troubling factor for consideration of a State's fiscal capacity in and of itself, the erroneous reliance on TTR is further compounded in the proposed guidance's introduction of an IA calculation that would be used to determine a State's need for the Individuals and Households Program (IHP). The equation uses only two numbers: a State's TTR and FEMA's estimated cost of IHP from the Preliminary Damage Assessment. According to the proposed guidance, FEMA will use these two figures to calculate an IHP Cost to Capacity (ICC) ratio. A statistical chart is provided in the proposed guidance to demonstrate the number of past requests from 2008-2013 that would have been approved under this new methodology.

Because this IA calculation relies on the flawed premise of a State's TTR, states like Illinois will not fare well under the new methodology. For example, Illinois received a major disaster declaration in 2011 after severe flooding in southern Illinois along the Mississippi, Ohio and Wabash Rivers. As a result, 15 counties were included in the IA program. There were about \$15.3M in IHP costs with 2,287 applications approved for assistance. Yet, under the methodology proposed by FEMA in this guidance and using the State's 2011 TTR, it is questionable whether this disaster would still have received a major disaster declaration and been granted IA.

A State's fiscal capacity to fund disaster recovery is far more complicated than a single income flow figure. However, this number appears to be the basis for the ultimate decision of whether IA is approved for disaster survivors. In considering whether a disaster is beyond the capabilities of State and local governments to respond and recover effectively, FEMA must evaluate the true ability of a State to fund recovery based on actual numbers, not artificialities.



## New Guidance Issued for Individuals, Households Program

The Federal Emergency Management Agency (FEMA) recently released the Individuals and Households Program Unified Guidance (IHPUG). According to FEMA, the guidance clarifies FEMA's Individual and Households Program (IHP) to help state, local and tribal officials better serve disaster survivors through a clear understanding of disaster programs.

The IHPUG compiles FEMA policy for each type of assistance under IHP into one comprehensive

document, including all stand-alone policies and policy statements. It also catalogs lessons learned from disaster operations and FEMA's decisions related to the IHP and increases transparency by clarifying past practices.

The IHPUG applies to disasters declared on or after Sept. 30, 2016. More information about the guidance is available at <https://www.fema.gov/media-library/assets/documents/124228>.

## IEMA Seeks Members for Summit Advisory Committee

While the 2017 IEMA Training Summit is still 10 months away, planning for the event is already underway. The agency currently is seeking members for an external advisory committee to assist with those planning efforts.

The advisory committee will work with the internal IEMA Summit working group to ensure the needs of the summit's diverse attendees are met. The internal

working group will coordinate with the agency's leadership to implement ideas and recommendations brought forth from the advisory committee.

Individuals interested in serving on the advisory committee must fill out an informational survey at <https://www.surveymonkey.com/r/adviscomm> no later than Nov. 14.



**Dawn Oestreicher of the Illinois Department of Transportation's (IDOT) District 9 office in Carbondale, shows Director Joseph emergency food and water supplies in IDOT's earthquake-resistant emergency operations center during a tour of the facility on Oct. 20. The stockpile is just one of the many measures in place to ensure IDOT operations can continue to function in the event of a major earthquake in southern Illinois.**

**Previous issues of Inside IEMA are available at:  
<http://www.illinois.gov/iema/Info/Pages/Newsletters.aspx>.**



**State of Illinois**  
Illinois Emergency Management Agency

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